

difference in the results of the election of November 8, 1892, nor be of any partisan advantage to either party, but to secure to the people a fair and honest election, and to prevent any possibility of fraud or manipulation in the future, and to recommend that some action be taken with a view to inducing congress to provide some safe and fair method of electing president and vice president. It is a national election which should receive your careful consideration.

Election Law. The present election law is a great improvement over the one in force previous to its enactment, but I would respectfully recommend that in order to secure greater accuracy in the count, a law be passed providing for a separate board for counting the ballots; that the boxes be changed in the middle of the forenoon, at noon, and in the middle of the afternoon; that as soon as the boxes are first put in place, they be sealed by the duty of the canvassing board to put up in public view a bulletin showing how the vote stands, and as soon as the several boxes are counted have the result bulletined at once. When the polls close there will be but few votes to count, and by 6 o'clock, the result can be known, and as the result of the vote up to 3 o'clock has already been made public, there is little opportunity for mistake or deception. The board of canvassing during the day, without having been exhausted by a day's work as inspectors of election, is of itself a guarantee of fewer mistakes and greater accuracy in ascertaining the result, and as it will inspire confidence it will reduce the number of demands for re-counting, with the expense and hardship engendered, in which the defeated candidate and party invariably charge fraud. The expense would be but little, if any, greater with two boards than with one, because the work would all be done in one day, for which under the present law usually two days' time is paid for.

If the state canvass is made on the third Monday in November, instead of the second Monday in December, it will tend to settle, as well as an early settlement of the election.

Expenses of Candidates. See Ch. act. No. 190, laws of 1891, 5th sess., reads as follows: "To contribute money for any other purpose intended to promote an election of any particular person or ticket, except for paying expenses of printing and the circulation of hand bills and other papers previous to any such election, or for conveying sick or infirm electors to the polls."

Now, one of the surest ways to secure the observance of any law is to make it consistent and reasonable. There can be no valid or reasonable objection to the public discussion of political questions which interest the people. To do this, bills must be hired and some speakers paid to do this. All this is now done by the committee of all parties under the item of printing and circulating documents. It seems better to permit legitimate objects and then enforce the law against bribery and improper inducements to vote or to refrain from voting with vigor and impartiality.

State World's Fair Managers. The last legislature appropriated \$100,000 to pay the expense of making an exhibit of the various manufactures and products of the state of Michigan at the world's fair at London, under the direction and superintendence of a board created by the same act, and known as the board of world's fair managers for the state of Michigan.

This board consists of six members, the governor, ex-officio, and a secretary, who have proceeded under the provisions of the act to erect a state building on the grounds, and to make appropriations for an exhibit of the products of the farm, factory, forest and mine. They can do certain things with the amount already appropriated, make our people comfortable while there, and make a fair exhibit. There are, however, certain interests, notably the vast live stock interests of this state, that are not taken care of. This should be without a small additional appropriation. This interest is a very important one to the state, and should be encouraged. The expense of exhibiting there is very large, and few men can afford to exhibit on their own account. It is a manufacturer, who is advertising for the sale of an unlimited stock, breeders are in the nature of things advertising a very limited stock, and yet in the aggregate it is an immense interest in the state. The board is to submit an account of their expenditures, and an itemized estimate of the amount yet needed to do justice to our citizens and to keep our state up with her sister states at this exhibition, when the representatives of the nations of the earth will be present to view and make comparisons. I recommended the appropriation of such an amount, under proper safeguards, as may be needed to carry out these objects.

Institutions. Michigan now has seventeen state institutions.

Educational.—University, Agricultural college, Normal school and Mining school.

Charitable.—Michigan Asylum for Insane, Kalamazoo; Eastern Michigan Asylum for Insane, Pontiac; Northern Michigan Asylum for Insane, Traverse City; Michigan Asylum for the Deaf, Flint; Michigan School for the Blind, Lansing; Michigan State Public School, Coldwater; Michigan Soldiers' home, Grand Rapids.

Reformatory.—Michigan State Prison, Jackson; State House of Correction, and Reformatory, Ionia; State House of Correction and branch of state prison, in Upper peninsula; Reform School for Boys, Lansing; Industrial Home for Girls, Adrian.

These institutions, with their millions of permanent investments, and

the large amount which is appropriated by the legislature for their maintenance, speak high for the people of this state, who have so generously contributed to their means for educational institutions, which stand second to none in the country. No state or country ever dealt more generously by the unfortunate within her borders than has Michigan. Her prisons and reformatory institutions are abreast of the times.

Notwithstanding this almost unparalleled provision for the unfortunate, further provision in a more direct way is urgently needed now. The present accommodations for insane are inadequate to meet the demands of this unfortunate class, and it will become your duty to provide additional accommodations for their care. The few feeble-minded epileptics should also be provided for.

While additional accommodations for the classes just noted are urgently needed, we have a surplus of prison room, not it is probable we shall need it all for some time to come. The question whether the inmates of the upper peninsula prison may not be transferred to the other prisons and this establishment at Marquette transformed into an asylum for the insane is worthy of your consideration. Besides, the expense in remodeling this building instead of building another is the reduced cost of keeping prisoners when there are several hundred over that where but one hundred are kept is an important item. Then, if the prison at Marquette is to be continued, it will soon be necessary to have shop room and machinery in order to employ her inmates. This is already provided at Jackson and Ionia.

Are All Needed. These institutions are all needed, and are worthy of the care and support of the people of this state. But they are at the same time a numerous, expensive and increasing family, demanding the support of the state. Their numbers increase from year to year, and those established are growing in population and their needs increase. While every absolute need should be supplied, yet, in view of their numbers and multitudinous wants, the same care should be exercised in making appropriations for their support that a practical man would exercise in his own business, so that a dollar in value is received for every dollar expended. Things not absolutely needed may safely be postponed until they are needed. In other words, it is not necessary to finish their all their needs as they will come after us to care for their needs as they arise.

For many years the government and board of our institutions has been by boards for each institution, who have been served gratuitously or for moderate per diem compensation when actually employed in the performance of their duties. In the case of the regents of the university and the state board of education a constitutional provision prescribes their powers and duties, and fixes their compensation. During the more than fifty years this system has been in operation in the state each year has given additional evidence of the wisdom of our predecessors in establishing it. Two years ago the law was changed, and all the institutions, except the asylums for insane, were placed under the charge of two boards. This system has been on trial but two years, and it is claimed by its advocates that it has not had a fair trial. That there is some force in this claim I do not deny. The boards are now composed of some of the very best citizens of the state, who have given their best efforts for the benefit of the inmates of the institutions under their control.

Now, as to the benefits derived from the change. After paying the salaries there has been no saving in the expense of supervision. I have not been able to learn of anything done by the new board for the benefit of the institutions, except that inmates that could not or would not have been done by the old boards, and in the nature of things they could not be as familiar with the control and management of the several institutions as the old boards would. I think the system of boards whose members serve without compensation except expenses has more to recommend it than any other. Experience has shown that members become acquainted and interested in the institution under their charge, and they care the matter, painstaking care which cannot be purchased with money, and is second only to their interest in their own family and home affairs.

Insurance and Sentences. In view of the number of institutions and their liability to loss or damage by fire I respectfully recommend that the provision be made for an emergency without calling the legislature together, by providing that the governor and board of auditors can authorize the repair or rebuilding of such institution, and providing the necessary money therefor. This is more necessary from the fact that the state carries no insurance. In the case of the damage to the Eastern asylum the board was able to rebuild on account of surplus earnings on hand. But for that it would have been necessary to have called the legislature together. Had the loss occurred to any other institution an extra session of the legislature would have been unavoidable.

Since the adjournment of the legislature the supreme court has decided that the indeterminate sentence law is unconstitutional. The same act included the parole law. Among these most experienced in the management of prisons these two features are connected and inseparable. The theory laid down being that for the commission of crime a minimum amount of punishment should be imposed by the court, and this no power should be given to reduce or mitigate. After that it is necessary to make some provision for the behavior of the prisoner. Then if employment can be found he may be released on parole and receive his final discharge in advance of his maximum sentence, as is now done by what is known as good time. But all advances, parole and discharge, should depend entirely on the prisoner's action, and never on outside influence. The prisoner should learn that it all depends on his own acts and behavior, that in short, he is a free man, and should be treated as such. Then as he is released under restraint and furnished employment, he is much less likely to start anew on a course of crime than if suddenly released without employment, an object of suspicion, and many crimes being his only course. It is hoped that some means may be found by amending the constitution or otherwise so that these systems may be again put in operation in this state. The law ought also to be amended so as to require a grading of prisoners in accordance with their offense and conduct.

Inspection of Oil. The law passed by the last legislature changing the method of inspection of illuminating oil has not reduced the price to consumers, but has impaired its illuminating qualities, and the loss

of much property and some lives are directly traceable to its use. As a large majority of our people are dependent on its use for heating purposes, it is hoped that no time will be lost in providing such a law as shall make it safe for use, and at the same time give it greater illuminating power.

Taxation of Railroad Companies. We have in our state a few railroads which were pioneers of their kind and were granted special charters and special privileges. They are today among the most prosperous of our great system of railroads. They have contributed much to the growth and prosperity of our state, and have reaped a golden reward therefor. They have now become an aristocracy or privileged class of railroads, both as to rates charged and taxes paid. This condition is unjust to the general law abiding, and unjust to the people of this state. A state is no more justified in a breach of contract than an individual, but in some instances the railroads have themselves broken the contract, and when this has not been done the charters themselves provide a means for their repeal, and only need to be stated that railroads, like individuals, should be governed by the same laws, and be subject to the same burdens, for the support of the government. I trust this question will receive your early and careful attention.

Quarantine. It is not unreasonable to expect a visitation of cholera to this country during the ensuing year. Several of the main lines of railroad run through this state, and the increased travel from the old country to the new, and the exportation will menace the danger to the people of this state. The necessary legislation should be enacted to place unquestioned authority in the hands of some state authority for effective quarantine, and to make some one responsible for the enforcement of the law. It is necessary to interfere with travel and commerce. An amount sufficient to carry out the provisions of such an enactment should also be made.

Street and Highway Crossings of Railroads. The increase in number and speed of trains and the increase in the amount of travel on our streets and highways make the need of some more adequate protection at these crossings more important. The commissioner of railroads is authorized to order grade crossings at such crossings as he may deem necessary. This is a difficult and delicate task, and by far the most responsible duty which the commissioner of railroads is called upon to perform. All grade crossings are dangerous. The expenses involved in preventing accidents at all crossings, and it is a very delicate question to determine just where a crossing has become dangerous enough to require protection, and in any event the system is an expensive one to maintain. It is necessary to have some means provided for anything like absolute safety. The commissioner should be authorized to order bridges, but there is no means to provide for the damage done to adjoining property when the approaches extend beyond the right of way of the railroad company.

In some of our larger cities there is now an urgent demand for some means to avoid the danger, annoyance and delay caused by these grade crossings. It would seem that the time has come when some provision should be made by law for the separation of the grade of streets or highways and railroads which should have in view the gradual but final abolition of grade crossings of streets and highways by railroads. Such a law would be in the interest of true economy in maintenance and operation on the part of railroads, and a saving of time, annoyance and life and limb on the part of the people.

You are intrusted with the vast responsibility of legislating for two and a quarter million of people. It is for you to determine what laws shall be passed for their government and control, how such and for what purpose money shall be appropriated, and what the representative of this great commonwealth in the highest legislative body in the world for the next six years. All these duties are important to yourself and to those you represent. As the responsibility is so great, and the work to be done in such a manner as such people do their private business, promptly, intelligently, thoroughly, and with care, that wise counsel and prudent business men exercise their own affairs.

WINANS' LAST MESSAGE. Synopsis of His Final Communication to the Legislature.

Governor Winans' last message to the legislature is a masterpiece of brevity and force. He says the financial condition of the state is excellent. The treasurer has reported a large amount of money on hand, and as there is no bonded debt, there should be no excessive taxation. The constitution provides that specific taxes should either pay interest on the bonded debt or be applied to the payment of the same. This amounts to \$1,000,000 annually. All of the state institutions are in a prosperous condition, to each of which he refers at length. Governor Winans particularly recommends that the state add to its contingent fund a home for the feeble-minded. In speaking of the Jackson prison he says:

"The most important of our penal institutions is the state prison at Jackson. The position of warden is a very responsible one, because of the character of the inmates, and the great number of the interests under his supervision. The state is fortunate in the present incumbent, whose administration has been a marked success. In the past two years, for the first time in its history, the prison has paid its running expenses, and in addition has earned a handsome revenue for the state."

Our penal and reformatory institutions were placed by the last legislature under the control of a single non-partisan board, and the wisdom of the action has been fully vindicated by the results. The successful management of these large interests requires business men and business methods, and the policy of those who would use our state institutions as a means to reward party zeal, or to secure a personal benefit, is a policy which is a disgrace to the state. The board of inspectors controlled by the state board of inspectors are similar in character, though varying in the age, sex and degree of criminality of the inmates. The success which attends them is largely due to the business ability and experience of the board, who can survey the whole field of operations, and compare, suggest and direct for the best interests of each institution.

Special attention is called to the report of the state board of geological survey, the first report made in twelve years. It contains much of public interest.

The board of wharves and fair managers has drawn up a bill of wharves appropriated, and the state building is nearly completed. Mr. Winans believes the appropriation sufficient. He calls attention to the necessity of improving our highways, and says that

the constitution will have to be changed before the roads are bettered. He recommends that at the next election the people vote on an amendment to improve the road system. He points out the necessity for some form of relief for the supreme court. In many cases are heard on the necessity for some form of relief for the supreme court. In many cases are heard on the necessity for some form of relief for the supreme court.

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